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**Massachusetts
Performance Enhancement Commission
Final Report to the Legislature**



Co-Chairs

Stephen P. Crosby
Secretary
Executive Office for
Administration & Finance

Martin J. Benison
Comptroller
Office of the Comptroller

June 30, 2000

**Massachusetts Performance Enhancement Commission
Final Report to the Legislature
June 22, 2000**

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I

Letter from the Chairmen



The Commonwealth Of Massachusetts

Performance Enhancement Commission

STEPHEN P. CROSBY
Secretary

Executive Office for
Administration And Finance
State House, Room 373
Boston, MA 02133

MARTIN J. BENISON
Comptroller

Office of the Comptroller
One Ashburton Place
Boston, MA 02108

June 30, 2000

The Honorable Paul Haley, House Chairman on Ways and Means
The Honorable Mark C. Montigny, Senate Chairman on Ways and Means
The Honorable Geoffrey D. Hall, House Chairman on State Administration
The Honorable Dianne Wilkerson, Senate Chairwoman on State Administration
State House
Boston, MA 01233

Dear Chairmen and Chairwoman:

On behalf of the Commission, we are pleased to submit the final report of the Massachusetts Performance Enhancement Commission (MPEC). As you know, the Commission was originally established by the Legislature under Section 224 of the Fiscal Year 1998 General Appropriations Act and has continued for a third year under Section 234 of the Fiscal Year 2000 General Appropriations Act. The Commission is proud of its many achievements during the past three years. Past projects include the creation of a new hiking trail and campground reservation system, the development of Intranet and Internet Web Sites for HRD and DTA, the creation of Project Management Training for Municipalities, and the study of State Employee Recruitment and Retention.

This year the Commission selected projects, proposed by the Registry of Motor Vehicles (RMV) and Operational Services Division (OSD), with a particular focus on technology, streamlining business operations and transactions, which ultimately improve efficiency and customer service. Only two projects were selected due to the abbreviated time period and funding. In order to optimize accessibility to key documents, RMV developed a business plan for using document imaging and electronic versions of documents, where possible. OSD developed an advertising program as a means to implement needed technical and structural enhancements to the Commonwealth of Massachusetts' Procurement Access Solicitation System (Comm-PASS.)

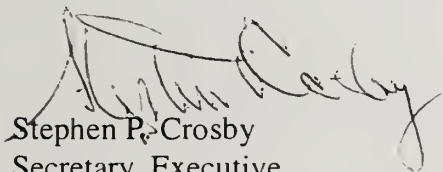
The Commission selected these two projects and defined its approach and actions based on the seven principles listed below, which are consistent with the Commission's efforts to enhance performance and improve customer service, as well as have general applicability to other programs and agencies across our government. The comments and conclusions included in this report represent the compilation and consensus of the opinions, suggestions and work activities of the Commission members and other participants of the MPEC effort.

- **Importance:** The project fixes a significant problem, or capitalizes on a major opportunity for change;
- **Execution:** The project can be substantially implemented by June 2000 with concrete results;
- **External Focus:** The project will have demonstrable benefit to the public;
- **Program Enhancement:** The project will expand or improve service at an equivalent or lower cost to taxpayers;
- **Creativity :** The project will incorporate innovative solutions and new approaches that leverage the expertise of the Commission members;
- **Replicability:** The project will have relevance to other state agencies confronting similar issues; and
- **Acceptability:** The end user will embrace the project, ensuring sustainability after the Commission concludes its work.

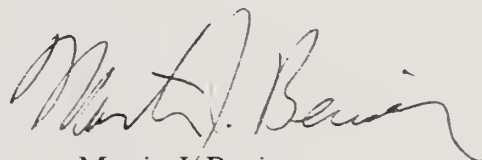
This final report summarizes the results achieved by the two project teams under the Commission's guidance. The Registry of Motor Vehicles and Operational Services Division invested significant effort and attention to the work of the Commission. The two department heads, Daniel Grabauskas and Philmore Anderson also provided leadership to obtain the maximum value for their respective departments.

General Commission members played an active role and made significant contributions by providing strategic advice and guidance, emphasizing the importance of cross-boundary cooperation to implement new processes, not automate antiquated procedures. Most importantly, the state and general commission members kept focus to deliver projects that are "better ways of doing business." The commitment and dedication of both public and private sector Commission members have been a credit to the progress of this Commission.

Sincerely,



Stephen P. Crosby
Secretary, Executive
Office for Administration and Finance



Martin J. Benison
State Comptroller



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II

Commission Membership

COMMISSION MEMBERSHIP

CO-CHAIRS

Stephen P. Crosby, Secretary, Executive
Office for Administration and Finance
Martin J. Benison, Comptroller,
Commonwealth of Massachusetts

Administrative Support

Cathy DiGianni, Office of the Comptroller
Elizabeth Hemond, Office of the
Comptroller

GENERAL MEMBERS

Massachusetts Taxpayers Foundation

Representative:

Glen Tepke, Senior Policy Associate

Organized Labor Representative:

David Holoway, Co-Chairman, Massachusetts
State Council AFL-CIO

Graduate School Faculty Representative:

Steve Kelman, Professor, J. F. Kennedy
School of Government, Harvard University

Massachusetts Business Roundtable

Representative:

J. Robert Boonstra, Director of Information
Systems Division, MITRE Corporation

Gubernatorial Appointees:

Jim Kneeland, Managing Director/Systems &
Operations, Grantham, Mayo, Van Otterloo
& Co., LLC

Tyler Fairbank, President, MassExcellence

Lawrence T. Williams, Vice President and
CIO, National Mentor, Inc.

REGISTRY OF MOTOR VEHICLES (RMV)

Daniel Grabauskas, Registrar
Anne L. Collins, Deputy Registrar
Kevin Faria, Titles Program Coordinator
Charles LaRocca, Director of Titles Division
Joan Valley, Business Analyst
Richard Wabreck, Driver Licensing Clerk

OPERATIONAL SERVICES DIVISION (OSD)

Philmore Anderson, Purchasing Agent
Ellen Bickelman, Deputy Purchasing Agent
Nancy Burke, MIS Director
Randy Newtown, Quality Assurance
Compliance Officer
Ellen Phillips, Deputy Purchasing Agent
Kathy Reilly, Deputy Purchasing Agent
Linda Wicks, Senior Programmer Analyst
Joanna Willis, Quality Assurance
Compliance Officer

PROGRAM COORDINATORS

Rosemarie Bonaventura, Program Coordinator,
Executive Office for Administration and Finance
Eric Berman, Deputy Comptroller, Office of the
Comptroller
MaryBeth Shaughnessy, Assistant Director of
Financial Reporting, Office of the Comptroller

III

Executive Summary

EXECUTIVE SUMMARY

The Massachusetts Performance Enhancement Commission, consisting of private and public sector members, convened in January, 2000 to discuss performance improvement objectives for the two designated agencies, Operational Services Division (OSD) and the Registry of Motor Vehicles (RMV). Reflecting the defined principles, (which are summarized in the cover letter to this report), agency members designed proposals for enhancement initiatives within their agencies and presented them to the Commission. From a field of ten proposals, the Commission chose two initiatives as the most appropriate for further work of the Commission: document imaging/electronic conversion of Registry documents, and the development of an advertising program on Comm-PASS, which would generate revenue for further technical enhancements to the Comm-PASS system.

Given the short timeframe of the Commission this fiscal year, these initiatives could not be fully realized. However, detailed plans developed for implementation will provide the groundwork for execution in the near future. Below, a summary of each project selected is provided, justifying the need for improvement, recommended solutions and the progress to date.

I. OPERATIONAL SERVICES DIVISION: COMM-PASS ENHANCEMENTS

Need for Performance Improvement:

- Major advances in technology in Internet design and development have evolved since the creation of Comm-PASS, which was developed over three years ago. This new technology needs to be incorporated in order for OSD to support its core business functions, and to address the needs of its customers.
- Accessibility to Comm-PASS must also be improved. Initially, all public entities were expected to have access to the system. Unfortunately due to technical barriers some public entities do not have access to this system.
- The current search engine and archiving capabilities must also be updated in order to make searching for solicitations and contracts more effective and “consumer friendly.”
- In order to generate additional savings and efficiencies, the existing functionality must be expanded, enabling interactive bidding through the electronic solicitation and receipt of responses, and electronic signatures.

Proposed Solution:

- Develop a marketing plan with an emphasis on improving and expanding the Comm-PASS system, providing more services to more customers. To offset the cost of these improvements, potential revenue generating strategies will be identified.
- Develop policies and procedures for the marketing plan. Initially, advertising could include banner ads, email distribution advertising and display ads for statewide contractors. A longer-range plan will be developed in the future to raise revenue for the redesign of the Comm-PASS website and further maintenance of the site, permitting Comm-PASS to stay on the cutting edge of technology.
- Hire a consultant for technical support of the marketing plan.
- Identify technical alternatives in order to expand Comm-PASS accessibility to more public entities.

Progress to Date:

- A Comm-PASS task force has been created and has identified needed improvements. A report on its findings and recommendations has been prepared and submitted to OSD's executive management and the Commission. The report identifies potential improvements to Comm-PASS, revenue opportunities, and further defines the short and long term goals to which revenues would be directed. More information is available on OSD's website <http://www.state.ma.us/osd>.
- One recommendation included promoting electronic advertising on Comm-PASS, including banner ads, display ads and email distribution advertising for statewide contractors. In order to get positive results by June 30th, OSD opted to manage a pilot advertising program in-house. Using existing OSD business resources, this program will run through December 31, 2000, and will allow the Comm-PASS task force to gain first-hand insights into the issues associated with managing an advertising program.
- OSD also contracted services with eBusiness Catalyst (eBC), a technical specialist familiar with OSD systems who is on statewide contract ITS07, to address the technical issues with Comm-PASS, assist in the technical infrastructure development associated with the advertising program, and develop a long-term plan for improvements to Comm-PASS.
- On May 25, 2000, four ads were posted to the Comm-PASS production system in order to test the technology. These ads were designed and produced by OSD's Central Reprographics Unit. They include an ad for the Office of Vehicle

Management, the Multi-State EMail, Central Reprographics and an ad for OSD Advertising.

- The Comm-PASS Task Force worked with OSD legal and business staff to develop a Comm-PASS Advertising Pilot Program and Policy. This policy limits participation in the advertising program to statewide contractors. In the future, this opportunity may be offered to vendors selling non-competing goods and services (i.e., those not on contract). The advertising program defines the roles, responsibilities and procedures to be followed in administering the program at OSD. This includes ad submission, review, posting and payment.
- OSD investigated technical options for expanding Comm-PASS accessibility to cities and towns and other public entities. In its current incarnation, Comm-PASS is designed for internal purposes, but intended for external access in the future. After several discussions with technical staff in the Information Technology Division (ITD), it became evident that wider accessibility and functionality is not possible with the current architecture of Comm-PASS. Further technical fixes would not address the more deep-seated architecture issues or would it maximize Comm-PASS accessibility. To this end, OSD has issued an investment brief to ITD, detailing a complete restructuring of Comm-PASS to meet these goals. This investment brief has been approved by ITD. The possibility of outsourcing still remains an option to be explored in FY2001 along with new functionality for Comm-PASS.

II. REGISTRY OF MOTOR VEHICLES: DOCUMENT IMAGING AND ELECTRONIC CONVERSION OF DOCUMENTS

Need for Performance Improvement:

The Registry of Motor Vehicles has already filed legislation to improve many front-line services to reduce transaction time and wait time for its customers. To supplement this initiative, the Registry has reviewed and identified backroom functions that need improvement. The Registry is responsible for processing and storing millions of documents. In order to support the public's mandate for better service, accessibility to key documents must be improved. Current procedures for document processing and storing is largely paper- and labor-intensive, and cost ineffective.

Proposed Solution:

- Develop a comprehensive business plan, which takes advantage of new technology, such as document imaging to resolve the agency's document processing and storage problems.
- Examine and identify all paper documents that can be replaced electronically and published online.

Progress to Date:

- RMV hired a consultant, which provided a detail assessment (including cost estimates) of seven phases necessary for the implementation for a document imaging solution to the cumbersome paper-based and storage processes across all departments at the Registry of Motor Vehicles.
- RMV has developed a matrix of all its documents, tracking their volume, retrieval rate, storage needs, and retention period. Each document was further analyzed, recommending business changes to roughly 70% of the documents that were reviewed, either by eliminating the document, making an electronic version, or document imaging.
- Having determined that document imaging would be the most appropriate management tool for certain documents, criteria were developed for those documents to determine how they would be prioritized. As a result of this analysis, three documents were selected because of their high retrieval rate, demanding storage needs, high level of urgency and high demand by internal and external users, including:
 - **Registration / Title Application (RMV-1) Form** - This form is used by customers to perform a variety of registration and title transactions, including obtaining a registration and/or title, and transferring a license plate from one vehicle to another;
 - **Driver Control Unit suspension batch paperwork** - This paperwork includes tickets, letters, and notices generated by the police, the courts, consumers, and the RMV pertaining to real and alleged motor vehicle infractions; and
 - **Medical Affairs applications and paperwork** - This paperwork refers to the application forms and associated paperwork needed to apply for a handicapped placard or plate. Additionally, this paperwork includes all physician correspondence pertaining to an individual's eligibility to hold a driver's license.
- The RMV has also met with key customers, such as DOR and the courts, to discuss additional candidates for document imaging, and has already obtained permission to document image sales tax exemption eligibility forms. Similarly, the RMV is in the process of meeting with the courts to obtain permission to document image a variety of documents (tickets, affidavits, hearing notices) that the courts often requisition from the Driver Control Unit (DCU) of the RMV.

The following sections of this report provide detailed workplans for each project. The plans were prepared by the project drivers and were approved by the Commission.

IV

Selected Projects

COMM-PASS ENHANCEMENTS

I. INTRODUCTION

With the explosion of the Internet over the past several years and evolving business partnerships in e-commerce, government entities are incorporating new and emerging technology into existing systems, in order to provide more accessible information and services to its users. Many public entities are using creative revenue models that help support, maintain, and continuously enhance these systems. On a similar path, the Operational Services Division (OSD) is also exploring ways to enhance the Commonwealth of Massachusetts' Procurement Access and Solicitation System (Comm-PASS) website.

Since its inception in October 1996, Comm-PASS has been serving the Commonwealth of Massachusetts as the primary source for advertising procurement opportunities to a worldwide audience. Solicitations have been promoted as both an efficient and cost-effective means to help the state achieve "best value" procurements. Not only has Comm-PASS provided a high-tech, low cost solution to the previously cumbersome public notification process of business opportunities with the Commonwealth, Comm-PASS also provides instant and total public disclosure. Any and all parties interested in detailed bid specifications, contract awards and costs or procurement opportunities with the Commonwealth, can find this information on Comm-PASS.

Through Comm-PASS, OSD has been able to improve administrative efficiency and reduce costs significantly. In a traditional paper-purchasing environment, the procurement process can be laborious and costly. These costs include:

- Staff time to prepare bid specifications;
- Cost of duplicating bid specifications for public distribution;
- Mailing cost;
- Staff time to prepare advertisements and public posting notices;
- Advertising cost;
- Staff time to answer questions every time a bidder has a question;
- Cost for mailing, faxing and finding forms required for bid responses;
- Cost to track bid responses;
- Cost to copy and evaluate bid responses;
- Staff cost to prepare contracts and public award notices; and
- Cost to manage the awarded contract.

With Procurement Reform and the advent of Comm-PASS, OSD has been able to reduce the average procurement transaction cost substantially. While innovative at the time, Internet technology has evolved tremendously over the last few years. The Comm-PASS system, developed over three years ago, no longer incorporates the most recent advances in Internet design and development approaches. OSD

recognizes the need to leverage current and emerging technology to support its core business functions and to address the needs of all users.

To fulfill a legislative initiative outlined in the Fiscal Year 2000 General Appropriations Act passed in November 1999, Philmore Anderson III, State Purchasing Agent, and Kathleen Reilly, Deputy State Purchasing Agent of Procurement and Support Services, created the Comm-PASS Task Force. The task force is comprised of OSD staff with relative business and technical expertise. Each person adds a unique perspective on the use of Comm-PASS with the unified purpose of how to enhance this valuable procurement tool.

For the past several months, the Comm-PASS Task Force has been empowered to:

1. Identify and resolve issues with the current system;
2. Propose and implement a new design for Comm-PASS; and
3. Explore potential revenue options through Comm-PASS.

Currently, Comm-PASS is used to advertise procurement needs for the Commonwealth. In order to maximize the benefits and opportunities for increased savings and added functionality, improvements need to be incorporated.

Comm-PASS is an entry point for the Commonwealth's procurement needs. As Comm-PASS expands in functionality, it could develop into a procurement portal that would serve as a virtual switchboard for all procurement functions at OSD.

As a result of this project and Comm-PASS Task Force efforts, technical difficulties with the current Comm-PASS system, possible functional enhancements and potential sources of revenue have been identified and are documented in this report.

II. STATEMENT OF THE BUSINESS PROBLEM AND INITIAL CONDITIONS

The Comm-PASS Task Force has identified the following three main areas of concern which if addressed would provide the most benefit to the Comm-PASS community:

1. Enhancements

The task force has identified technical issues associated with the use of Comm-PASS. These issues are primarily related to accessibility and improvement of the functionality of Comm-PASS. To offset the costs of addressing these issues, the task force is exploring ways to implement revenue-generating services. The legislature has already authorized a retained revenue account for OSD to expend monies up to \$250,001 per fiscal year from revenues collected. These monies would be used to improve, expand and support the Comm-PASS system.

"The operational services division is hereby authorized to expend for the costs associated with the Comm-PASS computer system, so-called, an amount not to exceed \$250,001 from revenues collected from the use of Comm-PASS by government entities other than state agencies and the sale of advertising space on Comm-PASS.....\$250,001"

2. Accessibility

Initial expectations were that all public purchasing agencies would be able to use the system, however technical barriers have restricted many public entities from using the system thus far. In addition, the Comm-PASS search engine and archiving capabilities need to be improved to make the searching for solicitations and contracts more effective.

3. New Functionality

Comm-PASS allows for the posting and downloading of solicitations and contracts, along with the reporting of procurement status and contract award(s). While this function has provided savings for the Commonwealth and expanded availability and convenience to a wider array of bidders, opportunities for additional efficiencies and savings remain to be explored. Emerging technologies include the ability to handle both the solicitation and the receipt of responses electronically through interactive bidding and electronic signatures.

To effectively implement the above items, the Comm-PASS Task Force has established short-term and long-term goals. The key short-term goal, however, is the development and implementation of an advertising/marketing plan by June 30, 2000 that will enable success towards the additional goals.

III. STATUS OF PROGRESS TO DATE

The Comm-PASS Task Force issued a report of its findings and recommendations to OSD executive management. This report identifies technical issues with the current system, recommended solutions, potential revenue opportunities and further defines the short-term and long-term goals to which revenues collected would be directed. The report can be found on the OSD website, <http://www.state.ma.us/osd>. Based on these findings and with the support of the MPEC Commission, the OSD was able to address several key findings.

- In order to establish a framework in FY2000 for a revenue generating program to begin in FY2001, the Comm-PASS Task Force recommended implementing an electronic advertising program through the Comm-PASS system. Advertising approaches such as banner ads, email distribution advertising and display ads for statewide contractors were identified as appropriate for the Comm-PASS system. OSD focused its efforts on the business, technical and legal requirements of implementing banner ads as the initial phase to be in place by June 30, 2000.
- A Scope of Service for consulting services was issued in March to the thirteen suppliers on Statewide Contract ITS07 who identified electronic commerce as one of their top three competencies and scored at least 80% in the PMT review process. This document sought a contractor who would implement and manage an advertising program for Comm-PASS and technically enhance the Comm-PASS system with revenues received. No responses were received. As an alternate approach, OSD opted to manage a pilot advertising program in-house. Using existing OSD business resources, this program will run through December 31, 2000, and will allow OSD to gain first-hand insights into the issues associated with managing

an advertising program.

- OSD also contracted for services with eBusiness Catalyst (eBC), a technical specialist familiar with OSD systems who is on Statewide Contract ITS07, to address the technical issues with Comm-PASS, assist in the technical infrastructure development associated with the advertising program, and develop a long-term plan for improvements to Comm-PASS.
- eBC reviewed the technical architecture of the Comm-PASS system and made several recommendations, making it feasible for OSD to post banner ads on the Comm-PASS system. The most significant improvement was the upgrade of the current development language of Comm-PASS, enabling ads to rotate and maximize revenue potential.
- Using a web analyzing tool currently in place on Comm-PASS, eBC confirmed that 90% of the page views in Comm-PASS were on 10 pages. These pages were targeted for ad placement.
- OSD technical staff worked with eBC to convert these pages to ASP in order to support rotating ads. eBC identified a Microsoft conversion utility for this effort. Unfortunately, this was a more complex undertaking than expected, and required coding changes by eBC and OSD's MIS unit as well. In addition, the technical limitations of the Comm-PASS infrastructure prevent automating ad rotation, calculation of rates, and collection of fees from advertisers. This lack of automation requires that the pilot advertising program be developed in as simple a manner as possible. eBC developed a Marketing Plan with OSD input that will be manageable for the pilot advertising program.
- While converting the Comm-PASS pages, OSD technical staff addressed formatting issues associated with several solicitation pages. These formatting issues were identified in the Comm-PASS Task Force Report. The new format will make the output on the specific pages more understandable for the user.
- On May 25, 2000, four ads were posted to the Comm-PASS production system. These ads were designed and produced by OSD's Central Reprographics Unit. They include an ad for the Office of Vehicle Management, the Multi-State EMail, Central Reprographics and Comm-PASS Advertising. These are non-revenue producing ads, which allow OSD to test the technology prior to offering the program to statewide contractors.
- The Comm-PASS Task Force worked with OSD legal and business staff to develop a Comm-PASS Advertising Pilot Program and Policy. This policy limits participation in the advertising program to statewide contractors. In the future, this opportunity may be offered to vendors selling non-competing goods and services (i.e., those not on contract). The advertising program defines the roles, responsibilities and procedures to be followed in administering the program at OSD. This includes ad submission, review, posting and payment. OSD appreciates the input received from other Commonwealth departments and public entities including the Office of the Comptroller, Massachusetts Commission for the

Blind, Information Technology Division, Massachusetts Bay Transportation Authority and the Registry of Motor Vehicles. Feedback received helped in the development of the Comm-PASS Advertising Program.

- A marketing plan and on-line media kit providing information about participation in the Comm-PASS advertising program to interested advertisers was developed, and will be available to interested advertisers through Comm-PASS. A target market of active statewide contractors has been identified for this program. Currently, there are 900 statewide contractors on 280 active contracts.
- eBC completed a more detailed analysis of activity on the Comm-PASS web site, indicating that the Comm-PASS site attracts a narrow audience, with the buyer population accounting for less than 2% of the page views and user sessions. In fact suppliers not buyers view the vast majority of pages on the site. Based on this fact, suppliers looking to advertise on Comm-PASS would most likely do so more for the prestige or implied endorsement rather than for direct purchasing potential. eBC analysis further indicates that while the site performs a very important function for the Commonwealth and its contractors, it is by all Web standards a very small site.
- Along with this, the decision to limit advertising to suppliers who are under contract obviously limits the quantity and type of advertiser. It also limits the approach to how the advertising program can be managed. Large commercial sites often utilize outside ad networks to fill their inventory of ad space and manage the revenue collection process. These networks use demographic data, to target ads to appropriate sites. Since advertising on government sites is a recent phenomenon, none of the major advertising networks has a government specific program. Furthermore, the ad networks accept and display ads from any legitimate advertiser and do not support limiting ads to specific supplier lists. Finally, large commercial advertising networks usually deal in inventories of millions of monthly page views. These facts could limit the pool of potential service providers interested in undertaking the Comm-PASS program. With this in mind, other revenue generating sources are being pursued. Email distribution of FY2000 “end-of-year specials” for the Information Technology Big Buy vendors and subscription services are now being explored.
- OSD investigated technical options for expanding Comm-PASS accessibility to cities and towns and other public entities. In its current incarnation, Comm-PASS is designed for internal purposes, but intended for external access in the future. After several discussions with technical staff in the Information Technology Division (ITD), it became evident that wider accessibility and functionality is not possible with the current architecture of Comm-PASS. Further technical fixes would not address the more deep-seated architecture issues or would it maximize Comm-PASS accessibility. To this end, OSD has issued an investment brief to ITD, detailing a complete restructuring of Comm-PASS to meet these goals. This investment brief has been approved by ITD. The possibility of outsourcing still remains an option to be explored in FY2001 along with new functionality for Comm-PASS.

- The Comm-PASS Task Force and OSD Management staff is investigating a number of outsourcing options that incorporate new functionality, including Request For Response (RFR)/Request For Quotation (RFQ) functionality, interactive bidding, helpdesk and email subscription services. These efforts will continue into FY2001.
- OSD continues to refine its long-term advertising strategy and implement a total procurement solution. OSD is looking to identify funding sources and the most practical means to implement the solution.

IV. MEASURES OF SUCCESS

While not all measures of success were expected to be realized by June 30, 2000, the over-all success of the project is measured as follows:

- Create a high-level requirements document for Comm-PASS and submit to ITD.
- An advertising policy and plan was developed and is in place by June 30, 2000.
- The framework is set for revenues to be realized in FY2001 from the sale of advertising on the Comm-PASS website, allowing for improvements, maintenance and enhancement of functionality.
- Several enhancements and improvements were implemented in the Comm-PASS production system, including the conversion to ASP pages on the key advertising pages and formatting improvements to the open and closed solicitation pages, making it more user-friendly.
- The feasibility of implementing alternative ways to provide greater accessibility, such as VPN technology or outsourcing was explored, and defined more clearly the limitations of the current Comm-PASS architecture. The task force continues to research short-term technical alternatives, but recognizes the real need for a newly designed Comm-PASS system.
- As an alternate short-term approach to expanding the use of Comm-PASS to cities and towns, OSD will work with five municipalities to pilot the feasibility of internal OSD resource's posting solicitations to Comm-PASS for cities and towns. This will be a limited duration pilot during which resource requirements and impacts will be gauged.
- The Comm-PASS Enhancements Project encountered technical blocking issues related to the current Comm-PASS architecture during the project. This project, while in its infancy, has set the stage for additional improvements. Once the Comm-PASS architecture limitations are addressed the following additional measures of success can be realized:
 - Fewer Comm-PASS Help Desk calls relative to feature/functionality issues are received because of the improvements made to Comm-PASS. In addition, outsourcing organizations providing helpdesk support could be used to respond to frequently asked questions via email thus adding efficiency to the Comm-PASS support process.

-
- Implementation of enhancements/improvements result in increased use of existing statewide contracts as a result of exposure to a wider audience.
 - Implementation of the technical alternative results in:
 - the registration of additional purchasing entities, such as cities and towns, in Comm-PASS;
 - increased postings on Comm-PASS as a result of greater accessibility; and
 - an increased number of “hits” as a result of increased use of the Comm-PASS site.
 - A revenue stream is generated and efforts to address other short-term and long-term goals identified by the task force begin. These efforts would include:

Short Term Goals

- Expand accessibility
- Address technical issues with the current system
- Examine online response options

Long Term Goals

- Design and develop procurement portal
 - EMall integration
 - Interactive bidding
 - Implement automated procurement system
- The review of solicitation responses is more efficient and awarding time is reduced as a result of the automated receipt process.

V. NEXT STEPS

- Implement email advertising and subscription service policies and programs to increase revenues for Comm-PASS.
- Solicit advertisers from the statewide contracts to participate in the Comm-PASS Pilot Advertising Program.
- Monitor and review the success of the in-house pilot advertising program.
- Define the requirements for a fully integrated procurement system which could include:

1. Procurement

- Bid/Solicitations created and posted
- Electronic receipt of bids
- Automatic evaluation of responses for certain criteria (To Be Determined)
- Identification of qualified bidders
- Interactive bidding of qualified bidders to drive down the price
- Award to selected bidders

2. Contract

- Electronic Contract Award and execution
- Integration to legacy system accounting (MMARS) and data warehouse (CIW)
- EMail enablement and profiling

3. Purchase

- Supplier catalogs enabled
- All eligible entities profiled to conduct cooperative purchasing
- Internal requisitioning
- Inventory management
- On-line shopping
- Integrated workflow approval and messaging
- Electronic Submission of approved orders
- Receipt of goods
- Exception management

4. Payment

- Legacy system integration
- Multiple payment methods: credit card, electronic invoice, payment on receipt of goods

5. Accountability

- All information secured, available and accessible as authorized throughout the entire procurement cycle

6. Solution

- Standards-based
 - Off-the-shelf solution
 - Outsource with revenue potential for OSD which becomes a self-sustaining system
 - Single or multiple suppliers as appropriate so that solution fits our business needs
-
- Identify additional funding sources to design, develop and implement a fully integrated procurement solution that will add efficiency throughout the procurement process.
 - Issue a new RFR or utilize the services of a current statewide contractor to solicit a contractor with the business and technical expertise to design, develop and implement a revenue sharing program for Comm-PASS and to undertake the design, development and implementation of a new Comm-PASS system with wider accessibility.
 - Refine and expand the policies and procedures needed to implement and manage such a program, incorporating other advertising methods along with banner ads.

VI. LIST OF TEAM MEMBERS

The following is a list of Agency and General members of the Commission who have participated in this project.

Participant	Department/Title	Role
Nancy Burke	OSD / Director of MIS	Project Driver
Philmore Anderson III	OSD / Purchasing Agent	Commission Member
Eric Berman	OSC / Deputy Comptroller	Commission Member
Michelle Bessler	OSD /Procurement Team Coordinator	Department Member
Ellen Bickelman	OSD /Deputy Purchasing Agent	Commission Member
Steve Biello	OSD / Director of Pricing	Department Member
Rosemarie Bonaventura	ANF/ Program Coordinator	Commission Member
Brion Cangiamila	OSD /Manager of Comm-PASS & Outreach	Department Member: <i>Comm-PASS Task Force Driver</i>
Cathy Digianni	OSC / Administrative Support	Commission Member
Tyler Fairbank	MassExcellence / President	General Member
James Hyde	OSD /Director of Training & Outreach	Department Member
James Kneeland	Grantham, Mayo, Van Otterloo & Co. LLC / Managing Director/Systems & Operations	General Member
Tricia McKim	OSD /Procurement Team Leader for Food Services	Department Member
Steven McMahan	OSD /Network Manager	Department Member
Richard Mordaunt	OSD /Director for IT and Technical Services	Department Member
Randy Newtown	OSD / Quality Assurance	Commission Member
Ellen Phillips	OSD /Deputy Purchasing Agent	Commission Member
Kathleen Reilly	OSD/Deputy Purchasing Agent	Department Member
Marybeth Shaughnessy	OSC / Asst. Director of Financial Support	Commission Member
Linda Wicks	OSD / Programmer/Analyst	Commission Member
Lawrence Williams	National Mentor, Inc. / Vice-President and CIO	General Member
Jonna Willis	OSD / Quality Assurance	Commission Member
Ericka Wollaston	OSD/ Central Reprographics	Department Member

VII. CONCLUSION

Because of its innovative procurement policies and practices coupled with electronic tools such as Comm-PASS and the Multi-State EMail, the Commonwealth is recognized as a technology leader among states. An innovative procurement tool when originally developed, Comm-PASS

functionality and services must continuously evolve to remain valuable for all users. In supporting the implementation of an advertising program for the Comm-PASS System, the Commission has helped set the stage for Comm-PASS to become a fully integrated procurement solution. OSD will leverage emerging business and technical models whenever possible to enhance Comm-PASS functionality, but trusts that decision-makers in the Commonwealth will recognize that resources will be needed to implement this fully-integrated procurement solution.

DOCUMENT IMAGING

I. INTRODUCTION

The Massachusetts Registry of Motor Vehicles (RMV) faces a strong public mandate to improve services and reduce transaction and wait time for its customers. While separate legislation in the form of a supplemental budget appropriation has been filed to improve many front line customer services, the RMV must also update certain backroom functions in its main office to be able to better support the public's desire for prompt, accurate service. The Document Imaging/E-transaction Project has been selected to focus attention on conducting backroom operations in a new way that better supports front line employees and allows swift access to RMV documents. The goal of this project is to review and redesign RMV procedures for processing and storing documents and to build a comprehensive business plan, incorporating new technology to resolve problems with the storage and retrieval of important information.

The RMV generates and stores millions of documents. These documents support RMV transactions, state audits, customer services, and other state administrative and law enforcement agencies. The current business processes for generating, transporting, storing and retrieving these documents are costly and cumbersome. This project has helped determine which documents can be replaced with electronic submissions, which transactions can be performed by document scanning equipment and how best to make use of document imaging technology so that RMV employees and other agencies can have direct on-line access to original documents as needed.

This project, therefore, focuses on incorporating innovative practices, and transforming and enhancing the business processes at the RMV that will benefit the Commonwealth immensely. Despite initial expenditures for the lease or purchase of document imaging equipment, offsetting savings will be realized through reduced document transportation, microfilming, and storage costs. When implemented, the program will also dramatically enhance the RMV's service to its customers by allowing for faster and more reliable record retrieval and storage. In developing its business plan for the implementation of document imaging/e-transactions, the RMV hopes its course of action will help guide other state agencies confronting similar challenges.

II. STATEMENT OF THE BUSINESS PROBLEM AND INITIAL CONDITIONS

The RMV processes and retains literally millions of paper documents, including registrations, licensing documents, vehicle titles, learners' permits, and suspension and legal documents. The agency processes over 7 million documents per year that must also be stored. These documents are transported from branch locations to a central facility. Courier service is required for transporting documents and costs \$105,000 per year. The processing staff is then required to log in and batch documents. Currently, documents are stored in paper format until they are microfilmed and then warehoused. Even the microfilm must eventually be stored off site because of the large volume of documents.

The RMV has an in-house microfilming staff and also spends \$75,000 per year for microfilm services from a vendor. With both in-house and contracting efforts, the RMV is experiencing a significant backlog in microfilming. The labor, transportation and storage costs associated with the process of tracking paper documents are immense.

Because of the daily need to access and retrieve recent documents, valuable office space is used for storage. Due to the large volume of documents and space limitations, retrieving a document that is necessary to resolve a consumer's problem can be a very time consuming and arduous chore. Where records are stored off-site, the wait is even longer. In addition, viewing microfilmed documents is equally inefficient. A staff person needs to leave his/her desk and phone to retrieve the film and then scroll through the microfilm until he/she finds the desired record. The microfilmed document is then printed. The quality of microfilm, however, makes it more difficult to resolve the problem. The RMV often runs a backlog on the number of documents awaiting retrieval. Often times, customers, including the Department of Revenue, Secretary of the Commonwealth, law enforcement or the courts need certain documentation faster than the current system allows. It is important therefore that the staff has a more efficient method to access documents.

Eventually, the RMV will face new challenges and will need to develop new procedures to process and store electronic transactions and ensure that the transactions are secure. The RMV will also need to rely upon "electronic signatures" and other methods of electronic identification in order to satisfy its customers' concerns with document validation. The legality of electronic signatures is currently the subject of pending federal legislation. The business plan for the implementation of this project will need to address these issues. Finally, the upgrade of desktop technology for all RMV staff, which is planned for Fiscal Year 2000 – Fiscal Year 2001, will also be critical to the ultimate success of implementing document imaging/e-transactions

III. STATUS OF PROJECT TO DATE

To develop a strategy for improved document management for the RMV, a cross-functional team was empanelled. An effort was made to examine all RMV documents and business processes from the perspective of its many internal and external customers. Below is a summary of each of the principal steps taken:

1. In preparation for the consultant's review, the RMV developed a matrix of all its documents, including thirty-seven documents from 8 different RMV departments. The matrix tracked several elements related to each document, including the volume received by the RMV, the retrieval rate, the current method of storage, and the current retention period.
2. The RMV then conducted an analysis of the document matrix, evaluating the processes surrounding each document, and determining if and how they could be improved. Department representatives detailed the processes of relevant documents,

and discussed the feasibility of possible alternatives. Detailed workflow charts were created for each of the most important (most commonly used) license and registration documents.

3. As a result of the creation of the matrix analysis, recommended changes have been made (or planned) to the document storage or retrieval for roughly 70% of the documents that were reviewed, either by eliminating the document, making an electronic version, or document imaging (**see Attachment I.**)

As a result of this planning, the RMV has decided to make the following process improvements:

- By law, the RMV is responsible for the administration of non-resident student forms for vehicles registered out-of-state. This is more appropriately a local public safety issue related to local or school parking programs. The RMV will file legislation to vest the authority for this program locally where it may better serve the interested communities.
- The RMV will create an on-line electronic transaction to allow customers to file an application for a duplicate certificate of title under certain circumstances. This web-based process will automate the issuance of duplicate titles, reducing labor costs and paper storage.
- The RMV, in conjunction with MassHighway and other law enforcement agencies, is currently developing a process to allow police departments to file accident reports electronically. The RMV receives approximately 120,000 police reports annually. Electronic transmission would both eliminate paper record storage and improve the timeliness with which reports are received and retrieved.
- Eliminate the storage and microfilming of registration renewal forms, with the exception of those requiring an insurance verification stamp. With registration fees being reinstated this will eliminate the need to store and microfilm approximately one million renewals annually.
- Eliminate the storage of requests for driving records. At the time of request, all information will be electronically stored. This will eliminate the storage of an average of 40,000 documents annually.
- Eliminate the storage of screen prints for bad check payments. Information will be entered on the RMV database only.
- Eliminate the storage of plate cancellation forms (C-19 forms), an average of 35,000 forms annually.

- The RMV Driver Control Unit (DCU) will electronically issue and track correspondence from a PC-based database. This will eliminate the printing and filing of thousands of documents annually.
 - The RMV Driver Licensing Section will develop a PC-based database to track records for the Professional Driving School Program, and to issue and track routine correspondence. This will replace outdated manual practices.
4. Having determined that document imaging would be the most appropriate management tool for certain documents, criteria were developed for those documents to determine how they would be prioritized. Those documents *most often retrieved* to answer consumer telephone calls were identified as the first candidates for imaging. Coincidentally, these documents are also those for which *the greatest storage demand* is currently placed on the RMV. In addition, the RMV plans to apply the imaging solution for those documents with an *urgent demand* and those for which *internal need* is very high. Since making electronic documents available to external customers, such as the courts, is dependent on the technical infrastructure of the end user, those documents needed by external customers will be added to the imaging system in the later stages of the program.
5. From the matrix analysis and imaging criteria the following documents were identified as the top imaging candidates:
- **Registration / Title Application (RMV-1) Form** - This form is used by customers to perform a variety of registration and title transactions, including obtaining a registration and/or title, and transferring a license plate from one vehicle to another.
 - **Driver Control Unit suspension batch paperwork** - This paperwork includes tickets, letters, and notices generated by the police, the courts, consumers, and the RMV pertaining to real and alleged motor vehicle infractions.
 - **Medical Affairs applications and paperwork** - This paperwork refers to the application forms and associated paperwork needed to apply for a handicapped placard or plate. Additionally, this paperwork includes all physician correspondence pertaining to an individual's eligibility to hold a driver's license.
6. The RMV hired EDS' Electronic Government Team from Pennsylvania to perform a business analysis and workflow analysis of the RMV and the documents chosen for imaging, and to provide recommendations regarding how imaging technology might be procured and implemented. The RMV selected EDS primarily because of its experience in the design of an imaging aircraft maintenance records system for the US Department of Defense. EDS has also recently contracted with the Massachusetts Secretary of State's Office to document image UCC filings. EDS conducted a two-day (on April 25th-April 27th) on-site assessment of the RMV-1 Form and associated business processes, in addition to the forms and paper-based processes at the Copley

Headquarters, Driver Control Unit (DCU), and Medical Affairs Bureau (MAB). During this assessment, EDS interviewed personnel from the Title Division, DCU, and MAB, and observed counter activity at a branch facility. EDS gathered information on the current forms and their corresponding paper-based business processes. They also met with Information Technology personnel to better understand the network infrastructure and planned Information Technology initiatives. Potential solutions were then discussed with both RMV and on-site EDS personnel.

7. Based on their evaluation, EDS submitted 2 reports to RMV, detailing a technical approach to implementing the desired document imaging solutions into seven phases. Price configurations for each phase were also provided in a collateral document. The RMV is currently reviewing the options, and is actively engaged in follow-up discussions with EDS. Below is a summary of the phases outlined in the first draft analysis provided by EDS. The phases are enumerated in the sequence that EDS recommends for implementation:

Phase 1: Implement document scanning, indexing, quality assurance, and retrieval solution for RMV-I storage and retrieval. This option maximizes the immediate benefits at the lowest possible investment.

Phase 2: Upgrade Annual Storage, including annual assessment of additional magnetic storage requirements, the purchase of the additional magnetic storage, and scaling the RAID storage unit (purchased in Phase 1 above) to accommodate the additional storage.

Phase 3: Implement Wide Area Network Retrieval of RMV-1, extending to all the branch offices and to all areas within RMV at Copley Place, and enabling wider search, retrieval, and viewing functions to network users.

Phase 4: Implement Online Title Quality Assurance Application, replacing paper-based quality verification of RMV-1 to an electronic version.

Phase 5: Enhance Document Indexing and Retrieval, enabling users to search on registration specific data elements (license number, VIN number, etc.) directly from the web-based retrieval application.

Phase 6: Implement Optical Character Recognition, automating the quality check of documents.

Phase 7: Provide scanning stations and on-site staging server for the storage and retrieval of DCU and Medical Affairs Documents.

Phase 7 is dependent on Phase 3 being complete. However, the RMV could implement Phases 1, 4, 5, and 6 concurrently, if desired. While EDS detailed the cost estimates for all seven phases, these estimates were also summarized. Please see **Attachment II** for a more detailed outline of the seven Phases and the associated costs.

8. The RMV Legal Department is currently researching whether an electronic signature (an “e-signature”) can be accepted as a valid form of signature on RMV documents. The department is also setting up a meeting with the State Archives Office to negotiate new disposal schedules with the Records Conservation Board that would shorten or eliminate the legally required retention period for certain documents.
9. Team members attended the Star 2000 Conference in Boston, a trade show, and met with two vendors for product demonstrations on document imaging. The team identified two state entities that have already implemented document imaging technology: the Massachusetts Department of Revenue (DOR) and the RMV’s Merit Rating Board. Team members visited these agencies to review the technology, and obtain advice on salient issues such as cost, training needs, and the impact on workflow and the workplace.
10. The RMV met with key customers such as DOR and the courts to discuss additional candidates for document imaging. The RMV has already obtained permission to document image sales tax exemption eligibility forms, and is in the process of meeting with the courts to obtain permission to document image a variety of documents (tickets, affidavits, and hearing notices) that the courts often requisition from the DCU of the RMV.

IV. MEASURES OF SUCCESS

- **Reduced On-site Physical Paperwork, Printing and Photocopying**

All documents will be stored in one shared central document repository located at Copley Place, which will be accessible electronically to users at their desktops, eliminating the need to print and photocopy paper documents or view and print microfilmed documents. The Title Division alone, for example, processes 100 applications/day consisting of 3-4 documents, totaling 300-400 printed copies/day.

- **Quicker and Easier Access to Documents**

Documents will be retrieved from electronic folders rather than paper folders. Any workstation with network connectivity and the Netscape web browser will be able to access the document repository. The user needs to only key the batch number to access the document. Retrieval response time will be only a few seconds.

- **Improved Responses to Outside Agency Requests**

Documents requested by other agencies, such as the Courts, Department of Revenue and the Office of the Secretary of State, can be retrieved quickly (see above), printed, or faxed directly from the retrieval workstation. Document imaging will also save the Department of Revenue roughly \$5,000 annually associated with microfilming RMV documents.

- **Reduced Volume of Incoming/Returned Phone Calls and Improved Customer Response Rate**

Because documents can be accessed immediately, phone representatives can answer questions on the first call through online transactions, rather than retrieving paper or microfilmed documents, which require staff members to call customers back. The Title Division receives 600 calls/day. Approximately 20 percent of these calls require document retrieval and return phone calls to customers. As a result, implementation of document imaging is expected to save over \$120,000/year in this one department.

- **Future Savings in Leased Space Required for Document Storage**

In 4 to 5 years, it is anticipated that document storage needs will be dramatically reduced. When implemented, the document imaging project will prospectively provide electronic storage for new documents. Within four years, continued savings would result in the amount of lease space required. Current estimates suggest that approximately 2,750 square feet would be saved. At an estimated square foot rent rate of \$50 per month, this savings could amount to as much as \$1.65 million/year.

- **Reduced Courier Service Costs**

The Phase 1 solution will not eliminate courier service cost, as documents will still be shipped to the central scanning facility at Copley Place. The RMV is planning for a network infrastructure upgrade that will include a wide area TCP/IP network to all the branch offices. Upon completion of this initiative, distributed scanning at the branch offices may be reexamined. Distributed scanning would greatly reduce the need for courier service.

- **Ability to Complete Files by Indexing**

Indexing provides end users the ability to find and retrieve documents quickly from the document repository using words that are familiar to them. The recommended indexing scheme will eliminate misplaced folders. Scanned documents are available the same day as they are scanned. The number of scanning stations proposed provides the ability to scan more than the estimated daily document volume. This will eliminate the growing backlog (1+ years with microfilm).

- **Reduce Costs of Daily Batch Folders**

Phase 1 will eliminate the need for daily batch folders. After document imaging is implemented, paperwork will no longer be stored on-site, and batch folders will no longer be necessary. The RMV spends \$35,000 annually on batch folders.

V. NEXT STEPS

- Implement business process changes recommended from document matrix analysis (p. 24-25).
- Modify the Records Retention Schedule with the State Archives Office and draft appropriate legislation as required.
- Draft a detailed implementation plan, including timelines, software and hardware procurement, resource needs, resource availability, personnel needs, training needs, scheduling of training, as well as transition management issues and their solutions.
- Meet with the courts to obtain permission to image DCU documents.
- Submit request for 2002 General Appropriations Act for document imaging equipment and software.
- Implement solution(s) on an ongoing process. The RMV will implement the document imaging technology, and then continue to review and revise procedures with an ongoing aim toward continuous improvement.

VIII LIST OF TEAM MEMBERS

Participant	Title	Role
Charles LaRocca	RMV/ Director of Title Division	Project Driver
Sherri Almeida	RMV/ Field Operations	Department Member
Eric Berman	OSC/ Deputy Comptroller	Commission Member
Donna Blethen	RMV/Driver Control Unit	Department Member
J. Robert Boonstra	Mitre Corp./Director of Information Systems Division	General Member
Rosemarie Bonaventura	ANF/ Program Coordinator	Commission Member
Anne L. Collins	RMV/ Deputy Registrar	Commission Member
AnnMarie Donaruma	RMV/ Customer Asst. Bureau	Department Member
Kevin Faria	RMV/ Business Analyst	Commission Member
Daniel A. Grabauskas	RMV/ Registrar	Commission Member
David Holoway	NAGE/ Chairman	General Member
Jim Kneeland	Grantham, Mayo, Van Otterloo & Co., LLC/Managing Director of Systems & Operations	General Member
William McVey	RMV/ Legal Dept.	Department Member

Participant (Cont.)	Title	Role
Peter Pretorius	RMV/ Training Dept.	Department Member
Glen Tepke	Mass Taxpayers Foundation/ Senior Policy Associate	General Member
Joan Valley	RMV/ Chief Business Analyst	Commission Member
Dick Wabrek	RMV/ Driver Licensing	Commission Member
Lawrence T. Williams	National Mentor, Inc/ VP and CIO	General Member

VI. CONCLUSION

Improving service to the public is the top priority of the RMV. Currently customers are forced to endure unnecessary waits due to the limits of the cumbersome and outdated document storage and retrieval equipment available. Improvement to these backroom functions is essential in reducing the response time to customers' needs. The RMV team has undertaken a thorough review and evaluation of all business processes related to the storage and retrieval of information used to serve its customers. In this process, numerous improvements have been made, streamlining activities and eliminating unnecessary practices. However, the greatest leverage to improving customer service will come from the staff's ability to access stored records electronically on their desktop.

The RMV currently handles millions of paper documents every year. Document imaging technology would streamline the RMV's handling of its most essential documents, enabling it to provide more efficient and effective services. This Commission has identified those RMV documents that, if electronically imaged, would significantly benefit the consumers in Massachusetts, including the state agencies that rely on the RMV for accurate and timely information.

In addition to the invaluable benefits in customer service, the implementation of document imaging would also realize significant savings in operating expenses and staff time wasted, after the initial investments in technology.

The citizens of Massachusetts deserve the best possible service from the RMV. The Commission's work demonstrates that in order to improve service we need to provide new tools. The proposal presented by EDS provides guidance on how a full solution might be implemented. As a result, the RMV will examine resources available for the execution of this project.

Attachment I: Future Plans for RMV Documents

Paperwork:	storage:	(Internet):	Image	as is:	Discussion:
DCU					
Verification-Property Damage				X	
I-PAY-TAX					X-*CAB
WHO IS OPER					X-*CAB
Null Process					X-*CAB
Denial Letters					X-*CAB
Batch Work			X		
Corrections				X	
Error Letters					X-*CAB
COMMON PAPERWORK					
RMV-1			X		
RMV-2					X
RMV-3					X
License Apps.					X
Permit Apps.					X
C-19					X
Professional Driving Schools					
Driving School Apps and Renewals					X-*ACCESS-type program
Instructor Apps and Renewals					X-*ACCESS-type program
Field audit Reports					X-*ACCESS-type program
Instructor Exams					X-*ACCESS-type program
Activity Reports					X-*ACCESS-type program
Hearing Notices, Reports and Findings					X-*ACCESS-type program
Suspension Notices, Reports and Warnings					X-*ACCESS-type program
Instructor Exams Apps					X-*ACCESS-type program

Attachment II: Summary of EDS Suggested Technical Approach, including Cost Estimates

Summary of Costs

The EDS configuration and pricing document contains a preliminary estimate of the recommended hardware and software configurations and related pricing, and the estimated labor to complete each of the phases. The prices for hardware are based on a Dell configuration using Dell's State and Local Government pricing lists. Dell was chosen because it is usually lower priced than either IBM or Compaq. Labor pricing estimates were derived using a flat labor rate of \$125 per labor hour. It is anticipated that some savings could be realized through a competitive bid process.

Preliminary price estimates for each of the 7 phases are summarized in the table below:

Phase	Estimate
Phase 1	\$645,303
Phase 2	\$111,322
Phase 3	\$103,312
Phase 4	\$338,181
Phase 5	\$312,500
Phase 6	\$232,994
Phase 7	\$380,021
<u>Total</u>	\$2,123,633

IF YOU PRINT, FOLLOW INSTRUCTIONS BELOW.

PRINTED ON RECYCLED PAPER

1) PLACE APPLICATION ON HARD SURFACE. 2) USE BALL POINT PEN. 3) BEAR DOWN HARD - YOU ARE MAKING FOUR COPIES.

PLEASE TYPEWRITE OR PRINT (BLACK INK) DO NOT ERASE, STRIKE OUT, OR CROSS OVER.

Massachusetts Registry of Motor Vehicles
RMV-1 Application Form (617) 351-4500

1. Reg Eff Date

2. Reg Exp Date

3. Number of Documents

☐ RO (Registration Only)☐ RX (Registration Transfer)☐ ST (Salvage Title)☐ RT (Registration & Title)☐ TAR (Title Add Registration)☐ TO (Title Only)☐ SW (Summer/Winter Swap)☐ Address Change

Registration/Vehicle Information

5. Plate Type

6. Registration Number

7. Previous Title #

8. State

9. Type of Registration: ☐ Passenger ☐ Bus ☐ Taxi ☐ Livery ☐ Commercial☐ Trailer ☐ Auto Home ☐ Semi-Trailer ☐ Motorcycle ☐ Other

10. Vehicle Identification Number:

11. Year

12. Make

13. Model Name

14. Model #

15. Body Style

16. Circle Color (s) of Vehicle 0-Orange 1-Black 2-Blue 3-Brown

4-Red 5-Yellow 6-Green 7-White 8-Gray 9-Purple

17. # of Cylinders/Passengers/Doors

18. Transmission

☐ Automatic☐ Manual

19. Total Gross Weight (Laden)

20. Motor Power

☐ Gasoline ☐ Diesel☐ Electric ☐ Other21. Bus: ☐ Regular ☐ DPU ☐ Livery ☐ Taxi ☐ School Pupil

If carrying passengers for hire, max no of passengers that can be seated: _____

If school bus, is it used exclusively for city, town, or school district? ☐ Yes ☐ No

Owner Information

22. Owner 1 License #/State

23. Owner 2 License #/State

24. EIN/FID # (see block 29)

25. Owner 1 Name (Last, First, Middle)

26. Owner 1 Date of Birth

27. Owner 2 Name (Last, First, Middle)

28. Owner 2 Date of Birth

29. Corp/Co/Organization Name (see block 24)

30. City/Town Where Vehicle is Principally Kept

31. Mailing Address

City

State

Zip Code

32. Residential Address

City

State

Zip Code

33. For Leased Vehicles include License Number, Date of Birth and State or EIN/FID Number and Name of Lessee

34. For Leased Vehicles, include Address, City, State, and Zip Code of Lessee

Signatures

I, THE APPLICANT, HEREBY CERTIFY UNDER THE PENALTIES OF PERJURY THAT THERE ARE NO OUTSTANDING EXCISE TAX LIABILITIES ON THE VEHICLE DESCRIBED ABOVE THAT HAVE BEEN INCURRED BY THE APPLICANT, ANY MEMBER OF THE APPLICANT'S IMMEDIATE FAMILY WHO IS A MEMBER OF THE APPLICANT'S HOUSEHOLD OR THE BUSINESS PARTNER OF THE APPLICANT. THE UNDERSIGNED HEREBY FURTHER CERTIFY THAT ALL INFORMATION CONTAINED IN THIS APPLICATION IS TRUE AND CORRECT TO THE BEST OF THEIR KNOWLEDGE AND BELIEF. FALSE STATEMENTS ARE PUNISHABLE BY FINE, IMPRISONMENT OR BOTH.

35. Signature of Owner From Block 25 or 29. Also Print Name If Different

36. Signature of 2nd Owner From Block 27. Also Print Name If Different

37. Authorized Dealer's Signature

38. Dealer Reg No.

39. Seller's Name (Please Print)

40. Seller's Address

Insurance Certification

THE COMPANY SIGNATORY HEREIN HEREBY CERTIFIES THAT IT HAS OR WILL INSURE OR GUARANTEE PERFORMANCE BY THE APPLICANT HEREIN BEFORE NAMED WITH RESPECT TO THE MOTOR VEHICLE HEREIN BEFORE DESCRIBED FOR A PERIOD AT LEAST COINCIDENT WITH THAT OF SUCH REGISTRATION UNDER A MOTOR VEHICLE LIABILITY POLICY, BINDER OR BOND WHICH CONFORMS TO THE PROVISIONS OF GENERAL LAWS, CHAPTER 175, SECTION 113A, AND THAT THE PREMIUM CHARGE AND CLASSIFICATION ON THE EFFECTIVE DATE OF REGISTRATION ARE AS ESTABLISHED BY THE COMMISSIONER OF INSURANCE UNDER CHAPTER 175, SECTION 113B, 113H AND CHAPTER 175E.

41A. Policy Effective Date: _____

Policy Change Date: _____

41B. Manual Class: 41C. Ins. Company & Code: _____

Insurance Co's Authorized Representative's Signature

Title Data

42. Date of Purchase

43. Odometer Reading

44. ☐ New Vehicle ☐ Used Vehicle If new vehicle, certificate of origin must be submitted45. Title Type: ☐ Clear ☐ Salvage ☐ Reconstruct ☐ Owner Retained ☐ Theft ☐ Prior Owner Retained

46. Primary Salvage Title Brands:

47. Secondary Salvage Brand

☐ Repairable ☐ Parts Only

Lienholder Information

I/We certify that all liens on this vehicle are listed below

50. First Lienholder Code

51. Name

48. Date of 1st Lien

49. Date of 2nd Lien

52. Lien Address

53. Second Lienholder Code

54. Name

55. Lien Address

Sales or Use Tax Schedule

56 A. SALE BY LICENSED MOTOR VEHICLE DEALER

DEALER EIN/FID NUMBER _____

Gross Sale Price \$ _____

Less Manufacturer's Excise \$ _____

(on commercial vehicle over 10,000 lbs only)

Net Sales Price \$ _____

Less Trade-in Allowance For: \$ _____

Yr. _____ Make _____ Model _____

VIN No. Required on Trade Ins _____

Taxable Sales Price \$ _____

5% Sales Tax \$ _____

B. SALES BY OTHER THAN MOTOR VEHICLE DEALER

Gross Sales Price \$ _____

5% Use Tax (Bill of Sale Must Be Shown) \$ _____

C. CLAIM EXEMPTION FROM TAX

1. Exempt Organization Certificate Number _____

2. See Attached Form 3. Other: _____

Fee Information

57. Reg: _____ Title: _____ Tax: _____

TOTAL \$: _____ Clerk ID: _____

☐ Cash ☐ Check ☐ Credit Card ☐ EFT

58. Batch No: _____

59. Clerk Initials: _____

Not Valid Until Stamped With Official Stamp or Registrar's Signature

Appendices

- A. Meeting Schedule
- B. Meeting Minutes of January 14th Meeting
- C. Meeting Minutes of January 28th Meeting
- D. Meeting Minutes of February 10th Meeting
- E. Meeting Minutes of March 9th Meeting
- F. Meeting Minutes of May 11th Meeting
- G. Meeting Minutes of June 8th Meeting
- H. Enabling Legislation
- I. Approved Budget Allocations

**Massachusetts Performance Enhancement Program
Meeting Schedule 1999-2000**

Friday, January 14 th , 1999 <i>Kick-off Meeting</i>	10:45 a.m.-12:30 p.m.	McCormack Building 10 th Floor
Friday, January 28 th , 2000	10:45 a.m.-12:30 p.m.	McCormack Building 10 th Floor
Thursday, February 10 th , 2000	1:30 p.m.-3:00 p.m.	McCormack Building 10 th floor
Thursday, March 9 th , 2000	1:30 p.m.-3:00 p.m.	McCormack Building 10 th floor
Thursday, April 13 th , 2000 <i>Focused Workgroup Meeting</i>	1:30 p.m.-3:00 p.m.	McCormack Building 10 th floor
Thursday, May 11 th , 2000	1:30 p.m.-3:00 p.m.	McCormack Building 10 th floor
Thursday, June 8 th , 2000	1:30 p.m.-3:00 p.m.	McCormack Building 10 th floor

Deadline Schedule 1999-2000

INTERIM REPORT	March 31, 2000
FINAL REPORT	June 30, 2000

Minutes of the Massachusetts Performance Enhancement Commission

Friday, January 14, 2000

10:45-12:30pm

ATTENDEES:

Co-Chairs / Program Coordinators

Martin Benison, Comptroller, OSC
Andrew Natsios, Secretary, ANF
Kate Almquist, Chief of Staff, ANF
Eric Berman, Deputy Comptroller, OSC
Rosemarie Bonaventura, Program Coordinator, ANF
Rosemarie Day, Assistant Secretary, ANF
Cathy DiGianni, Administrative Secretary II
Marybeth Shaughnessy, Assistant Director, OSC

General Members

J. Robert Boonstra, MITRE Corporation
Tyler Fairbank, MassExcellence
David Holoway, NAGE, SEIU
Steve Kelman, Kennedy School of Government
Jim Kneeland, Grantham, Mayo, Van Otterloo & Co.
Glen Tepke, Massachusetts Taxpayers Foundation
Larry Williams, National Mentor, Inc.

OSD

Philmore Anderson, Purchasing Agent
Ellen Bickelman, Deputy for Procurement
Nancy Burke, MIS Director
Ellen Phillips, Deputy for Administration
Kathleen Reilly, Deputy for Procurement

RMV

Daniel Grabauskas, Registrar
Anne L. Collins, Deputy Registrar

Ex-officio members

David Lewis, Director, ITD

Other Attendees:

Barbara Osgood, NAGE

Welcome

Mr. Benison and Secretary Natsios welcomed everyone to the FY00 Massachusetts Performance Enhancement Commission. After a brief introduction by all the members, Secretary Natsios made a few comments on the commission. He commented that the commission provides an excellent opportunity to focus on several important agenda items that would improve the efficiency of state government.

Mr. Benison added that commission is fairly new, but feedback from the commission in prior years, particularly from the general members has helped refine the commission each year. Last year the general members commented that they wished their roles were more defined. Mr. Benison reminded the general members that the commission genuinely appreciates their time, advice, and particularly their expertise to guide state officials with their projects. Once projects are selected, each group will designate a project driver who will direct each project, and hold regular meetings. Each general member will be assigned to a project, and is encouraged to attend the team meetings.

Overview of Commission

Rosemarie Day provided a brief overview of the commission and its responsibilities. Senator Stanley Rosenberg is the founding father of the commission. By design, Senator Rosenberg chose Administration and Finance (ANF) and the Comptroller's Office (OSC) to administer the Commission because he felt they have the resources to ensure proper execution. Each year he facilitates the continuance of the commission in the state budget. The enabling legislation dictates the commission's budget (at \$50,000 this year), and how the general members and agencies are chosen. Unfortunately due to the late passage of the budget this year, the commission has a shorter timeframe of only 6 months to complete projects, as

opposed to 9 months in prior years. Typically, the commission holds monthly meetings, but due to the shorter timeframe, the commission will have two meetings in January in order to speed up the selection of this year's projects. The legislation also requires the commission to submit an interim and final report, which are due on March 1, and June 30, 2000, respectively. Given the circumstances, the commission can vote to ask the Legislature for an extension date on the interim report.

Criteria for Project Selection

Mr. Benison read through the criteria used for the selection of projects in the previous years (summarized below). He commented that general members should keep these principals in mind when selecting project initiatives and address principals they feel should be added or eliminated.

Importance: Concentrate on fixing an identified problem, or identify major opportunities for change.

Execution: Focus on projects that could be substantially implemented by June, 1999 with concrete results.

External Focus: Choose initiatives of demonstrable benefit to the public.

Program Enhancement: Be able to demonstrate expanded or improved service at an equivalent or lower cost to taxpayers.

Creativity: Choose innovative solutions and new approaches that leverage the expertise of the Commission members.

Replicability: Pick projects that could be copied and/or implemented in other state agencies using similar techniques.

Acceptability: Select projects amenable to the end user that will be sustained after the Commission concludes.

Operational Services Divison

Brief Overview

Philmore Anderson, State Purchasing Agent, oversees Operational Services Division (OSD). OSD's main function is to procure quality goods and services for state agencies, cities and towns, and subdivisions at a reasonable cost. OSD has 86 employees, spends \$3.4 million annually, and has \$10.4 million in retained revenue. Current initiatives at OSD include EMALL and Comm-PASS, which allow state officials to purchase and advertise for goods and services online.

Proposed Projects

Ms. Burke and Ms. Bickelman presented OSD's two project proposals: Comm-PASS enhancements and the Human Services Transportation Coordination Initiative. Comm-PASS enhancements would namely extend the system's availability to more users, and expand the system's technical and searching capabilities. OSD believes that this project would meet the timeframe of the commission and would require consulting services and software to complete the project. The Human Services Transportation Coordination Initiative proposes to create a Human Services Transportation office that would coordinate the individual transportation delivery systems in each human service agency. OSD in collaboration with the Executive Office of Health and Human Services has already conducted a study from which recommendations and a model have been developed. OSD would like to utilize the commission for guidance, leadership and technical assistance during the implementation phase of this project. The goal is to have the office and basic coordination infrastructure in place by 7/1/2000, with the following year devoted to transitioning existing services into the coordinated, standardized network.

Registry of Motor Vehicles

Brief Overview

Mr. Benison then introduced Dan Grabauskas, Registrar of Motor Vehicles. Mr. Grabauskas first gave a brief presentation on the Registry: the RMV has 39 branches, and 980 employees; it has an annual budget of \$51 million; it licenses 4.4 million drivers, and registers 5.1 million vehicles; and it is the second largest source of revenue for the Commonwealth.

Proposed Projects

RMV proposed 4 projects: document imaging, common knowledge database, record analysts/quality control position, and automated driver licensing functions. Of the 4 projects, RMV focused on the implementation of a document imaging program. This program would provide online access to RMV documents, reducing the time spent on finding documents, reducing storage and processing costs, and improving the day to day business at the Registry.

Joint Project Proposal

OSD and RMV have also proposed two joint project ideas that would enhance existing programs at the Registry (i.e. the Elder Outreach and the School Bus Inspection programs).

1. Incorporating the “smart card” technology in the Mass ID cards issued to seniors, increasing education to seniors on available transportation resources, and easing their transition from “driver” to “passenger”.
2. Linking and sharing information in the following areas: the School Bus Inspection program and license issuance. This initiative would focus on clarifying the jurisdictional differences between the Registry of Motor Vehicles and the Department of Telecommunications and Energy (DTE) and the differences between livery, pupil and school bus license plates. By June 30, 2000 information handouts will be developed and used by the Transportation Project Management Team and the Regional Transit Authorities.

Closing

The next meeting is scheduled for Friday, January 28, 2000, in the McCormack Building, Room 1002. Prior to the next commission meeting, agencies will provide the general members with additional information on their state of technology, any current or ongoing projects already underway, and specifically information on the Registry’s paper volume.

The meeting was adjourned at 12:30

**Minutes of the Massachusetts Performance Enhancement Commission
Friday, January 28, 2000
10:45am-12:30pm**

ATTENDEES:

Co-Chairs/Program Coordinators

Martin Benison, Comptroller, OSC
Andrew Natsios, Secretary, ANF
Kate Almquist, Chief of Staff, ANF
Rosemarie Bonaventura, Program Coordinator, ANF
Cathy DiGianni, Administrative Secretary II, OSC
Elizabeth Hemond, Administrative Assistant, OSC

General Members

J. Robert Boonstra, MITRE Corporation
Jim Kneeland, Grantham, Mayo, Van Otterloo & Co.
Glen Tepke, Massachusetts Taxpayers Foundation
Larry Williams, National Mentor, Inc.

Operational Services Division

Philmore Anderson, Purchasing Agent
Ellen Bickelman, Deputy for Procurement
Steve Biello, Director of Pricing
Nancy Burke, MIS Director
Ellen Phillips, Deputy for Administration

Registry of Motor Vehicles

Anne L. Collins, Deputy Registrar
Linda Kelly, Director of Vehicle Services
Charlie LaRocca, Director of Title Division
Richard M. Wabrek, Driver Licensing Clerk

Other Attendees

Barbara Osgood, NAGE

Welcome

The agenda for this commission meeting focused on the confirmation of the new meeting schedule (which will now be held on Thursday afternoons), the approval of the minutes from the last commission meeting, and the selection of project initiatives for this year's commission.

Before beginning the commission meeting, Mr. Benison announced that the commission meetings are open to the general public. A requisite notice has been sent to the Secretary of State's office, in charge of posting the public meeting announcements.

Process to Identify and Select Projects

As requested at the last commission meeting, additional information on the status of each agency's state of technology, ongoing initiatives, volume of RMV paper documents, and a cost/benefit analysis of each proposed project was provided to the commission members prior to the meeting. The general members were asked to consider the information provided in addition to the criteria adopted, while selecting projects.

The commission can select as many projects as it chooses as long as the projects can be completed within the commission's budget and timeframe (June 30, 2000). The commission agreed however that it would be best to pick fewer projects than in previous years given the change in circumstances. Ms. Almquist suggested the commission pick at least two projects, and maybe a joint project. Once the projects are selected, the commission will decide how to allocate the budget funds among those projects.

Operational Services Division: New Proposals

Since the last commission meeting, OSD has proposed two additional projects, summarized below:

1. Uniform Financial Reporting (UFR) Information Technology Enhancement

OSD administers the Uniform Financial Reporting system, which provides users (both public and private entities) financial and program performance information, and audits the results for over 1400 human and social service contractors. This system is vastly outdated, paper-based, and labor intensive to maintain and manage. OSD has established a working group with representatives from state agencies (Health and Human Services, Elder Affairs and Auditor) and United Way to investigate how information can be streamlined and more accessible to users (i.e. enhance online access and filing, and improve upload and tracking functionalities). OSD estimates the project to cost \$500,000 and require 12-18 months for completion.

2. Electronic Processing of Human and Social Service Contracts

Currently 9,000-12,000 paper contracts are processed by Commonwealth agencies for human and social services. OSD would like to process these contracts electronically, saving time for the parties involved (i.e. the contractor, state agencies and the Comptroller's office), and storage space. There are several issues that would need to be investigated and resolved in order for the project to be successful, such as security and validation issues. The Comptroller's office ran a pilot program several years ago, but the technology was not sufficiently advanced at the time to support such a program statewide.

General Discussion of Projects

The statute enabling the Massachusetts Performance Enhancement Commission gives the commission the discretion to select projects yielding tangible results by the end of June, and/or to report recommendations for the implementation of projects in the near future. The role of the general members is not to rubber stamp projects, but rather to provide guidance on a project's execution and implementation. The only stated requirement of commission members is to attend meetings, adding value to the project development.

Before selecting the projects, general members wanted to have a sense of what projects the participating agencies felt were most important, and could be accomplished in the designated timeframe and budget.

RMV

RMV would like document imaging to be selected as one of this year's commission initiatives. Although the project could not be completely implemented by the end of the June, the RMV could develop a business plan by June (essential in setting the wheels in motion for the project's execution).

OSD

OSD recommended enhancements to the Comm-PASS system for the commission's selection. Comm-PASS, which was state-of-the-art technology 4 years ago, has now become stale. OSD feels it is important to integrate new features into the system in order to support its core business functions and the needs of its users. The commission's selection of this project would facilitate OSD's access to \$250,000 in retained revenue (authorized by the Legislature), allowing them to retain this revenue (if attained) and maintain the system's technology (so that it remains state of

the art). Possible sources of revenue include fees from vendors for features such as email alerts, and advertising. In selecting this project, the commission would provide the resources to begin working on this project before the start of the new fiscal year, in which OSD runs the risk of being restricted by their fiscal parameters. The commission's endorsement and expertise are also important in implementing this project.

Other RMV Projects

1. Common Knowledge Database

The goal of this project is address the Registry's phone turnover problem, and answer consumer questions more accurately each time. The project would supplement the policy and procedures manual, so that information is more uniform and precise. In the timeframe of the commission, the Registry plans to implement the preliminary stage of this project, which will require gathering and indexing the information needed before the hardware is available (pending on the passage of the Governor's RMV "Fix It" Bill).

2. Developing Records Analyst

This proposal is more a concept rather than a project. The Governor's "Fix-it" Bill includes money for additional staff positions. RMV wants to examine what types of positions are needed in its branches. RMV has proposed developing a records analyst/quality assurance position responsible for conducting on-site audits of the transactions performed, reducing data entry and transaction errors and increasing the quality of the Registry's transactions. This proposal would also promote career development at the Registry.

3. Automated Driver Licensing Function

RMV would like to develop an interface with the driving schools, among others things, that would allow driving schools to obtain driver education certificates online. This project is less tangible and is not as introspective compared to the other proposed projects.

All the Registry's proposed projects rely on the passage of the Governor's "Fix It" Bill, which addresses these projects and much more. The selection of any one of these projects will expedite the implementation process when the legislation is passed.

Other OSD Projects

Human Service Transportation Initiative

Although this initiative is well advanced, OSD felt the commission could provide guidance in certain areas:

1. Technical assistance: The commission would ensure linkages are correct, and offer suggestions to overcome barriers, since the project requires cultural change;
2. Smart Card technology; and
3. Funds: OSD needs additional funds for the hired consultant to continue to move forward.

Many people will benefit from this initiative, including seniors. The service which is currently provided by individual human services agencies would be centralized, increasing efficiency of and accessibility to the service.

Vote on Projects

A matrix was created listing the proposed projects. Members voted on the projects with "0" being the least recommended project(s) for selection and "5" as the highest recommended

project(s) for selection. The attached matrix indicates the vote on each project. Due to time constraints, the commission decided to make a final decision at the beginning of the next meeting.

Closing

The next meeting is scheduled for Thursday, February 10, 2000, at 1:30pm in the McCormack Building, Room 1002 Video Conference Room. For the next meeting, general members were asked to think about which projects they would like to work on. Agencies should also be prepared to name project drivers and develop team meeting schedules.

Project Votegrid:

Proposed Projects	Agency	Jim Kneeland	David Lewis	Glen Tepke	Larry Williams	David Holoway	Robert Boonstra	Tyler Fairbank	Steve Kelman	Phil Anderson	Dan Grabauskas	Andrew Natsios	Martin Benison	Total
Comm-Pass Enhancements	OSD	5	3	4	5	5	2	5	3	5	5	3	4	49
Document Imaging	RMV	4	3	5	4	5	5	5	3	5	5	4	4	52
Human Service Transportation Coordination	OSD	2	5	5	3	4	5	3	3	3	2	2	5	42
Common Knowledge Database	RMV	1	3	4	4	3	4	5	5	1	0	5	5	40
Automatic Driver Licensing Functions	RMV	5	5	2	3	2	3	5	3	3	0	3	4	38
UFR Information Technology Enhancement	OSD	2	3	3	2	3	4	5	3	2	2	5	3	37
Elder Outreach and Smart Card Technology	OSD/ RMV	3	3	5	3	2	1	1	5	4	1	2	3	33
Electronic Processing of Human and Social Service Contracts	OSD	1	3	4	2	5	1	3	3	1	1	4	2	30
Linkages and Outreach – School Bus Transportation and License Plates	OSD/ RMV	3	3	0	2	4	1	1	5	1	3	2	2	27
Analyst / Quality Control Function in Branches and Key	RMV	0	3	3	1	4	0	3	3	3	0	1	2	23

Barbara Osgood voted for David Holoway

Ann Collins voted for Dan Grabauskas

Kate Almquist voted for Andrew Natsios

Kate Almquist voted for Steve Kelman

Martin Benison voted for David Lewis

Minutes of the Massachusetts Performance Enhancement Commission
Thursday, February 10, 2000
1:30 p.m. – 2:30 p.m.

ATTENDEES:

Co-Chairs/Program Coordinators

Martin Benison, Comptroller, OSC
Andrew Natsios, Secretary, ANF
Kate Almquist, Chief of Staff, ANF
Eric Berman, Deputy Comptroller, OSC
Rosemarie Bonaventura, Program Coordinator, ANF
Elizabeth Hemond, Administrative Assistant, OSC

General Members

J. Robert Boonstra, MITRE Corporation
Tyler Fairbank, MassExcellence
David Holoway, NAGE
Glen Tepke, Massachusetts Taxpayers Foundation

Operational Services Division

Philmore Anderson, Purchasing Agent
Ellen Bickelman, Deputy for Procurement
Nancy Burke, MIS Director
Ellen Phillips, Deputy for Administration

Registry of Motor Vehicles

Anne L. Collins, Deputy Registrar
Linda Kelly, Director of Vehicle Services
Charlie LaRocca, Director of Title Division
Richard M. Wabrek, Driver Licensing Clerk

Ex-officio members

David Lewis, Chief Information Officer, ITD

Other Attendees

Barbara Osgood, NAGE
Jennifer L. Sheehan, Fiscal Affairs Division
Aaron D'Elia, Fiscal Affairs Division

Welcome

The agenda for this commission meeting focused on the approval of the last commission meeting's minutes, the final selection of projects, and the next steps to be taken by the commission.

Final Vote on Projects

At the last meeting, the commission conducted a straw poll on the ten proposed projects. From the straw poll, the commission narrowed the final selection to the top four projects (based on the highest votes), of which two projects would be selected given the time and budget constraints of this year's commission.

In order to give the general members an opportunity to re-enforce or change their votes before the final selection, OSD and RMV reiterated how the commission would best serve the four proposed projects.

1. Comm-PASS Enhancements

The goal of this project is to re-evaluate the organization of the Comm-PASS website and the services provided, to investigate additional revenue streams (which would be used to maintain the site), and to expand accessibility to more public entities. This project would therefore draw on the technical and marketing expertise of the commission, providing direction and guidance in determining the most valuable information and services for users.

2. Human Service Transportation Coordination Initiative

Although this initiative is well underway, it entails many aspects that would benefit from the commission's selection. Specifically, a centralized office that coordinates transportation between human services agencies would be created. The commission's selection of this project would lend credibility to the endorsement of this initiative. In addition, OSD would seek guidance from the commission to bring about cultural change, and seek technical expertise in smart card technology. The commission's feedback and input on recommendations already made by a hired consultant would also help determine optimal decisions or solutions for this project.

3. Document Imaging

Document Imaging would benefit from the commission in four ways:

- 1) through relevant experience or technical expertise;
- 2) an outside and systematic review of policies and procedures;
- 3) project credence in getting legislative support, and;
- 4) as a source of funds.

Document imaging would improve the current infrastructure at the Registry that could also be extended to other agencies/departments. The Registry expects document imaging to generate significant cost savings from reduced courier, storage and microfilming expenses, and to improve the flow of information between its key contact agencies (i.e. the Courts, Secretary of State, and Department of Revenue).

4. Common-knowledge Database

The common knowledge database is essentially an internal organization of information that would be made more accessible to the Registry's customers. The commission's feedback and input on the organization of this data will help differentiate which information is most useful to customers. The common-knowledge database is mutually interdependent to document imaging in that both would help address the high volume of calls by giving users more direct access to information.

General Members Select Teams

Upon hearing from the agencies, several general members altered their original rankings of the projects, and a consensus was reached on two projects: Document Imaging and Comm-PASS Enhancements.

Agency heads then named the project drivers for each of the projects selected. Nancy Burke, from Operational Services Division, is the project driver for the Comm-PASS enhancements project. General members that have selected to serve on this project team include Tyler Fairbank, Larry Williams, and Jim Kneeland.

Charlie LaRocca, from the Registry of Motor Vehicles is the project driver for the Document Imaging project. General members that have selected to serve on this project team include Bob Boonstra, Glen Tepke, David Holoway, Jim Kneeland, and Larry Williams.

The project drivers will set up standard team meetings, to which the general members are encouraged to attend. An email group for each project has been established in order to facilitate

communication. The email address for the document imaging team is OSC-DL-MASSPEP-DOCIMAGE@state.ma.us, and OSC-DL-MASSPEP-COMMPASS@state.ma.us for the CommPASS enhancement team.

Next Steps

A letter will be submitted to the Ways and Means Committees, notifying them that commission has selected the projects for FY2000, and a full interim report will be submitted to them by March 31st, 2000.

At the next meeting, scheduled on Thursday, March 9th, the commission will review workplans and budget requests submitted by each project team.

The meeting was adjourned at 2:30pm.

Minutes of the Massachusetts Performance Enhancement Commission
Thursday, March 9, 2000
1:30 p.m. – 2:30 p.m.

ATTENDEES:

Co-Chairs/Program Coordinators

Martin Benison, Comptroller, OSC
Kate Almquist, Chief of Staff, ANF
Eric Berman, Deputy Comptroller, OSC
Rosemarie Bonaventura, Administrative Analyst, ANF
Cathy DiGianni, Administrative Secretary, OSC
Elizabeth Hemond, Administrative Assistant, OSC
Marybeth Shaughnessey, Assistant Director of Financial Reporting

General Members

J. Robert Boonstra, MITRE Corporation
Tyler Fairbank, MassExcellence
Steve Kelman, Kennedy School of Government
Glen Tepke, Massachusetts Taxpayers Foundation
Lawrence Williams, National Mentor, Inc.

Registry of Motor Vehicles

Anne L. Collins, Deputy Registrar

Charlie LaRocca, Director of Title Division
Richard M. Wabrek, Driver Licensing Clerk

Operational Services Division

Ellen Bickelman, Deputy for Procurement
Nancy Burke, MIS Director
Brion Cangiamila, Manager of Comm-PASS & Outreach
Richard Mordaunt, Director for IT and Technical Services
Randy Newtown, Quality Assurance
Ellen Phillips, Deputy for Administration
Jonna Willis, Quality Assurance
Linda Wicks, Programmer/Analyst

Ex-officio members

David Lewis, Chief Information Officer, ITD

Other Attendees

Barbara Osgood, NAGE

Welcome

The agenda for the meeting focused on the review of the work plans, prepared by the Operational Services Division and the Registry of Motor Vehicles, the review of the budget allocations, the interim report (due on March 31st, 2000), and the emphasis of the remaining Commission meetings.

Review of Work Plans

Comm-PASS Enhancements

Nancy Burke reviewed the Comm-PASS work plan, which details OSD's plan to enhance the existing Comm-PASS system. The work plan provides a brief background of the Comm-PASS system and the technical problems with the existing system (i.e. limited functionality and accessibility, and stagnant technology.) OSD has already created a task force that has identified these technical issues in more detail, and has proposed some recommendations to address these problems. The task force is issuing a report of these findings and recommendations, including potential revenue opportunities. One recommendation includes developing and implementing an advertising program by June 30, 2000, which will help raise revenue and offset the costs associated with enhancing the Comm-PASS system.

The measures of success for implementing an advertising program include reduced calls to the Help-desk, increased use of existing state contracts, and revenue raised to implement identified technical solutions to expanding accessibility and functionality.

The project's next steps include selecting a consultant by March 31, 2000, who will design, develop and implement a revenue sharing program for the Comm-PASS system. The policies and procedures for the advertising program needed to implement and manage the Comm-PASS enhancements will also be developed. The goal of the advertising program is to optimize the advertising space currently available on Comm-PASS, which in turn will generate revenue to complete the technical enhancements to the Comm-PASS system. To develop and implement the advertising program, OSD has requested a budget of \$33,000 to hire a consultant for five or more weeks.

Document Imaging

Charles LaRocca reviewed the RMV's document imaging work plan. The intent of this project is to improve customer service by updating the backroom functions, primarily its document processing and storage. The team has begun an inventory of all its paper documents to determine which documents can be replaced electronically or document-imaged. The team will also begin to meet with other state agencies that use RMV documents to assess their needs or concerns with electronic transmissions and document imaging. A staff attorney has been assigned to research any legal barriers or implications to eliminating paper documents and replacing them with electronic documents. The team is also in the process of interviewing vendors who provide documents imaging services.

Measures of success for this project include the elimination of obsolete paper-based transactions or document storage, the ability to access and provide information more quickly to both customers and other state agencies, and the savings from reduced storage and courier costs. To initiate this project, the team has requested \$16,000 to hire a consultant for 4 weeks.

Review of Budget Allocations

The work plans and budgets for OSD and RMV were approved at \$33,000 and \$16,000 respectively. The unallocated \$1,000 will be used to cover the Commission's printing costs for the interim and final reports. Allocation accounts for each project will be established and agencies can begin to draw monies from the fund.

Interim Report

Secretary Natsios and Mr. Benison have sent a letter to the Ways and Means Committees notifying them the Commission has selected two projects. Work has begun to prepare the interim report that is due on March 31. The report will include a letter from the Commission chairs, a brief executive summary, the two work plans, and the commission's meeting schedule and minutes. A draft of the report will be emailed to the commission by Wednesday, March 15 with final comments due by Wednesday, March 22, so the report can be filed by March 31.

Work Group Meetings (Thursday, April 13th)

To give Commission members more time to work on the projects, the Commission has decided to meet informally in workgroups on Thursday, April 13th in the pre-scheduled time block. A proposed schedule and meeting location, along with an agenda will be provided prior to these meetings. In May, the commission will formally reconvene, and updates on the projects will be provided.

Minutes of the Massachusetts Performance Enhancement Commission
Thursday, May 11, 2000
1:30 p.m. – 3:00 p.m.

ATTENDEES:

Co-Chairs/Program Coordinators

Martin Benison, Comptroller, OSC
Rosemarie Bonaventura, Administrative Analyst,
ANF
Cathy DiGianni, Administrative Secretary, OSC
Elizabeth Hemond, Administrative Assistant, OSC
Marybeth Shaughnessey, Assistant Director of
Financial Reporting, OSC

General Members

J. Robert Boonstra, MITRE Corporation
Tyler Fairbank, MassExcellence
Jim Kneeland, Grantham, Mayo, Van Otterloo & Co.,
LLC
Barbara Osgood, NAGE

Registry of Motor Vehicles

Anne L. Collins, Deputy Registrar

Charlie LaRocca, Director of Title Division

Operational Services Division

Philmore Anderson, Purchasing Agent
Ellen Bickelman, Deputy Purchasing Agent
Steve Biello, Director of Purchasing Services
Nancy Burke, MIS Director
Brion Cangiamila, Manager of Comm-PASS &
Outreach
Randy Newtown, Quality Assurance
Ellen Phillips, Deputy for Administration
Jonna Willis, Quality Assurance

Ex-officio members

David Lewis, Chief Information Officer, ITD

Other Attendees

Daniel Greenwood, Deputy General Counsel, ITD

Welcome

The agenda for this meeting included a presentation on electronic signatures, project updates from OSD and RMV, and discussion of the Final Report and the remaining MPEC schedule.

Presentation on Electronic Signatures

In response to the strong interest by the Commission and the relevancy of electronic signatures to the selected projects, Dan Greenwood, Deputy General Counsel at the Information Technology Division, provided the Commission additional information on this topic.

Agencies are interested in electronic signatures for several reasons: improve customer service, reduce paper, become more self-sufficient, improve efficiency and performance, etc. RMV, for example, conducted a thorough analysis of its key documents to determine which documents are candidates for electronic conversion or document imaging. RMV found that the option to electronically convert documents was limited, since most documents require a signature, a concept that is still emerging in the movement toward online government. Similarly, OSD would like to accept bids electronically, which also requires signatures. Agencies' concerns are whether or not electronic signatures hold up in court and by the key customers.

Greenwood pointed out that electronic signatures have held up in court. A signature is a common law symbol or method adopted by a person with the intent to authenticate in writing. An electronic signature constitutes simply typing a name at the bottom of an email. Currently, the Commonwealth is working on the Uniform Electronic Transactions Act (more information on this initiative can be found on the following web site: <http://www.state.ma.us/itd/legal>.) This act is being passed in numerous states,

establishing uniform standards across states for electronic transactions. The act enforces that electronic signatures validate transactions, however, the act also excludes specific transactions, such as foreclosures, wills, deeds, and cancellation of life insurance and utility services. Presently, there is also a national piece of legislation that if adopted, could preempt the uniform act as federal law and supercede state law. In deciding whether or not to use electronic signatures, an agency should conduct a cost/benefit analysis to safeguard the transactions, authentication, and message integrity. Different kinds of authentication are appropriate for different kinds of transactions. The type of transaction, the technology available, and the cost to detect fraud determines what is appropriate.

Several commission members inquired about repudiation of online transactions. Basically, the level of security needed depends on the type of transactions. For example, Orange County in California accepts bids electronically, where unjust repudiation has not been a problem; the repudiation is higher for paper transactions than electronic transactions. There is no need to incur costs for additional security, where the potential for fraud is small. A good way to determine the level of security needed is to examine the current fraud rate for particular transactions.

Project Update

OSD

Since the last commission meeting in April, OSD hired eBusiness Catalyst, Inc. to develop an advertising program with the supporting technical infrastructure. eBusiness Catalyst is also examining and making recommendations to address the limited functionality and technical difficulties by the current Comm-PASS system. To-date, pilot ads for Central Reprographics, the Office of Vehicle Management, Email, and OSD have been designed and displayed on the 10 most used pages of Comm-PASS--technical issues preclude utilizing the entire site (<http://www.comm-pass.com>.) In its early stages, the advertising program will be limited to current Comm-PASS contractors and non-competing vendors.

OSD is currently researching other revenue opportunities such as subscriptions. OSD's goal is to have an infrastructure in place and a report with recommendations for a fully integrated system by June 30. Additional deliverables will be provided at the next meeting.

RMV

The project team hired a consultant, EDS. An inventory of all paper-based transactions, document storage and retention needs was conducted and flow chart/matrices were created. The team has also met with other agencies, MRB and DOR, that have implemented document imaging to get a sense of lessons learned and best practices. Meetings with the Secretary of State's Office have been held to discuss revising the required document retention schedule and reduce the time needed to store documents. Next steps include meeting with vendors.

Final Report

An updated MPEC calendar was distributed. The final report template was emailed to the project drivers on May 10. Project teams will submit their draft sections by Friday, June 2. The draft of the final report, including the executive summary, minutes of the May 11th meeting, and project team reports will be emailed to the Commission on Tuesday, June 6th, which will be reviewed at the June 8th meeting. A revised final report draft will be emailed to the Commission on June 14th with final comments and edits due on Friday, June 16th.

A survey will also be sent to commission members, soliciting feedback on the program. General members will also have the opportunity to express their comments at the June 8th meeting.

Finally, a thank you reception for the Commission members is scheduled for June 22nd, at 10AM in Nurse's Hall of the State House. OSD and RMV project drivers should send a list of staff members they wish to invite. Key legislative leaders will also be invited.

Closing

The next general commission meeting is scheduled for 1:30 p.m. on Thursday, June 8, 2000, in the McCormack Building, Room 1002. The meeting was adjourned at 3:00 p.m.

Minutes of the Massachusetts Performance Enhancement Commission
Thursday, June 8, 2000
1:30 p.m. – 2:50 p.m.

ATTENDEES:

Co-Chairs/Program Coordinators

Martin Benison, Comptroller, OSC
Eric Berman, Deputy Comptroller, OSC
Rosemarie Bonaventura, Administrative Analyst,
ANF
Elizabeth Hemond, Administrative Assistant, OSC
Marybeth Shaughnessey, Assistant Director of
Financial Reporting, OSC

General Members

J. Robert Boonstra, MITRE Corporation
James T. Kneeland, Grantham, Mayo, Van Otterloo &
Co., LLC
Glen Tepke, Massachusetts Taxpayers Foundation
Barbara Osgood, NAGE
Lawrence T. Williams, National Mentor, Inc

Registry of Motor Vehicles

Anne L. Collins, Deputy Registrar
Charles J. LaRocca, Director of Title Division

Operational Services Division

Nancy Burke, MIS Director
Randy Newtown, Quality Assurance
Jonna Willis, Quality Assurance

Ex-officio members

David Lewis, Chief Information Officer, ITD

Welcome

The agenda for this meeting focused on approval of the last meeting's minutes, a review of the final draft report, general feedback and discussion, and the thank-you reception.

Review of Final Report

OSD

Since the last commission meeting in May, OSD posted four ads to the Comm-PASS system, refined its advertising policy and plan, and developed the framework to realize revenues in FY2001. Unfortunately, the current architecture of Comm-PASS limited OSD's options to pursue further technical enhancements. As a result, the posted ads do not have rotating functionality, and cities and towns still remain precluded from posting to Comm-PASS. OSD will meet with Bell Atlantic about the possibility of using VPN technology to overcome this problem. Commission members also suggested meeting ITD to discuss possible solutions/options to address technical difficulties with Comm-PASS. The final report will be amended to include the results of this meeting.

RMV

The RMV is still reviewing the initial consultant report for the implementation of document imaging. RMV has evaluated all their documents and has identified changes to 70% its documents, including the elimination of the document or its storage, an electronic version, or document imaging. Although savings from reduced storage will not materialize for several years, the real savings will be realized through the improved customer response rate. The Commission members suggested the RMV team attempt to quantify the savings generated by the project for the final report.

General Discussion/Commission Feedback

Each year Commission members are solicited for their comments and recommendations on the MPEC process. These comments have been used to improve the process in subsequent years, however, the Massachusetts Performance Enhancement Commission was not included in the current House or Senate budgets for FY2001, and therefore will not continue for a fourth year. Mr. Tepke suggested balancing the types of projects selected, for example, choosing a policy-based initiative, in addition to IT projects to accommodate Commission members, who do not have an IT background. While realizing that the Commission only had half a year to work, Mr. Boonstra had hoped to see the projects further along in the process. Mr. Benison noted that the Commission has had a great record with projects continuing forward even after the Commission disbands. Most agencies have expressed enthusiasm with moving their projects forward. In this case, RMV and OSD have also expressed their commitment to the implementation of the recommendations and changes developed as a result of this Commission.

Closing

Additional comments/edits to the final report should be emailed Rose Bonaventura by June 14th. When completed, Rose will forward the report to Commission members for a final review. Although the Commission is not obligated to issue the final report until June 30, the goal is to present the final report at the reception on June 22, which will be held in Nurses' Hall.

**GENERAL APPROPRIATIONS ACT FOR FISCAL YEAR 2000
CHAPTER 127 ACTS OF 1999**

SECTION 2

1100-1101 For the implementation of the Massachusetts performance
enhancement program pursuant to section 143\$50,000

SECTION 234. (a) Notwithstanding the provisions of any general or special law to the contrary, there is hereby established the Massachusetts performance enhancement program, which shall provide the opportunity for designated agencies to improve their management systems and enhance their performance by streamlining services, reducing paperwork and analyzing and reviewing policies and procedures including, but not limited to, fiscal and human resources management, procurement, technology and facilities' operation and maintenance.

(b) The program shall be implemented by a commission, which shall be jointly chaired by the secretary of administration and finance and the comptroller. There shall be seven additional members of the commission who shall be appointed by the governor. Such members shall include the chairperson of the Massachusetts Taxpayers Foundation or his designee; a representative from business and industry to be selected from three nominees provided by the Massachusetts business roundtable; a representative from organized labor to be selected from three nominees provided by the Massachusetts State Labor Council, AFL-CIO; a faculty member from a graduate school of public administration or public management at an institution of higher education located in the commonwealth and three other members appointed by the governor, after consultation with the secretary of administration and finance and the comptroller. Participating agencies, including the operational services division and one agency to be selected by the chairs of the commission, shall serve as and be thereafter collectively referred to as the designated agencies.

(c) In evaluating each designated agency, the commission shall work with a team of not less than six and not more than ten employees from each such agency, which shall include an equal number of management employees and nonsupervisory, nonmanagement employees. The management employee members of each designated agency team shall be selected by the administrative head of the designated agency on or before December 15, 1999. The nonsupervisory, nonmanagement employee members shall be selected either by a vote of the nonsupervisory, nonmanagement employees in the designated agency on or before December 1, 1999 or, if no such selection is made by said date, then by the joint chairpersons of the commission on September 1, 1999. Three members of the commission shall serve on each relevant designated agency team. An agency team may hire a consultant to help it achieve its goals and objectives. Each designated agency shall also provide necessary assistance to its agency team and the commission for the performance of its duties.

(d) Each designated agency team shall submit to the commission for approval a preliminary work plan which shall include a preliminary agency evaluation, spending plan, program design and specific project proposals on or before January 1, 2000. No funds appropriated for use by the commission shall be allocated to the designated agency teams until such time as the work plan has been submitted and approved by the commission.

(e) The commission, in consultation with the designated agency team, shall, on or before March 1, 2000, submit to the house and senate committees on ways and means and the joint committee on state administration an interim report and tentative recommendations, and shall, on or before June 30, 2000, submit to said committees a final report concerning each designated agency. The interim and final reports shall analyze and provide recommendations and implementation plans concerning methods for maximizing or improving management policies and practices and for generating cost savings. The recommendations and implementation plans shall not focus primarily on agency staffing levels. The reports shall also demonstrate the results of any ongoing or completed projects undertaken by the agency teams or the full commission. The reports shall include benchmarks for measuring an agency's performance before and after the implementation of any such projects by the teams or the full commission. Any cost savings realized by an agency through implementation of the performance enhancement program shall be placed in a retained revenue account held by the agency for one-time expenditure.

MASSACHUSETTS PERFORMANCE ENHANCEMENT COMMISSION

Approved Budgets

The FY00 General Appropriations Act included an appropriation (Line Item 1100-1101) of \$50,000 to be allocated to the various projects based on the project plans submitted to and approved by the Commission. The Commission approved the workplans on March 8, 2000 and the Chairmen allocated the fund as follows:

Operational Services Division (200 hours of consulting not to exceed)	\$33,000
Registry of Motor Vehicles	\$16,000
Unallocated Balance/Contingency Reserve	<u>\$1,000</u>
Total Uses Appropriation 1100-1101	\$50,000

